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UNITED STATES INTELLIGENCE BOARD

Office of the Executive Secretary

29 July 1963

MEMORANDUM FOR: Mr. Ray S. Cline, Deputy Director (Intelligence),
Central Intelligence Agency
Mr. Allan Evans, Deputy Director for Research,
Intelligence and Research, Department of State
[redacted] Chief of Staff,
[redacted] Intelligence Agency
[redacted] Deputy Assistant Director for
Production, National Security Agency
Mr. Ludwell L. Montague, Board of National
Estimates, Central Intelligence Agency

SUBJECT : Draft Memorandum Regarding Implementation of PNIOs

REFERENCES : a. USIB-D-25.1/6, 13 June 1963
b. USIB-M-278, 10 July 1963, Item 3

1. The attached draft memorandum for USIB has been prepared by Mr. Cline's Office as a proposed response by the PNIO Review Committee to Board action recorded in subparagraph c. of reference b. In this action, USIB directed the Committee to report on the present practices of USIB Committees relative to implementation of the PNIOs and to clarify the intent and purpose of the last recommendation in USIB-D-25.1/6 (reference a.).

2. This paper is circulated for consideration of the Committee at a meeting presently scheduled for 1430 hours on Thursday, 1 August, in Room 7 E 30, CIA Headquarters Building.

[redacted]

Executive Secretary / USIB

Attachment
As stated

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downgrading and
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29 July 1963

MEMORANDUM

SUBJECT : Implementation of PNIO's

REFERENCES: (1) USIB-D-25.1/6 of 13 June 1963
(2) USIB-Executive Secretary Memorandum, 16 July 1963

1. In the recommendations of the PNIO Review Committee, paragraph 21 e, it was suggested that the USIB:

"direct the USIB committees concerned (EIC, GMAIC, JAEIC, SIC, COMOR, IPC, SIGINT and CCPC) to report to the Executive Secretary of the USIB the procedures adopted and actions taken or planned to discharge their responsibilities with respect to the implementation of DCID No. 1/3 pursuant to their respective Charters."

The Watch Committee was added to this group at the initiative of the informal body appointed by the Chairman of the PNIO Review Committee.

2. Each of the "concerned committees" have been contacted by members of the informal working group with respect to the role played by the PNIO's in the committees' work and the extent to which committee efforts are specifically, or even generally, directed toward implementation of the PNIO's, singly or en bloc. The consensus of the responses indicates the following:

a. In general, with the exception of the CCPC, the PNIO's by themselves play a limited role in guiding the operations of the committees. Actual direction of committee efforts is derived instead from the immediate and ad hoc needs of the DCI, of USIB member agencies or the specific substantive situation with which the committees have concerned themselves.

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In general, committee operations are far more responsive to current developments and requirements than to the essentially long-range guidance afforded by the PNIO's, even as modified on a quarterly basis.

b. That PNIO's serve a number of committees as citations of intelligence concern to be brought in to support committee requests on individual agencies for collection or other action.

c. That committee actions are seldom taken as a result of any centralized direction which would or could involve a number of committees working in parallel on a problem, but are taken as noted above in response to current events or high-level interests. This is in part a reflection of the disparate purposes of the "committees concerned."

d. That the committees themselves generally feel that their current guidance and direction directly from USIB, the Board of National Estimates or the individual agencies is adequate and that there is little need for any other central direction.

e. That the committees in only a few instances involve themselves in long term planning of a time scale comparable to that of the PNIO's, but are by and large fully absorbed in coping with the problems of the moment.

f. That, in general, the USIB "concerned committees", even COMOR and IPC, the two most specifically involved with collection, do not allocate the resources required for carrying out intelligence programs. Instead, they advise USIB and/or the several intelligence agencies regarding the allocation of those resources.

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3. It was with the purpose of providing USIB and the DCI more systematic advice on the relevance of the PNIO's that the Review Committee suggested periodic reports to USIB. The truth is that only the DCI, working with USIB, has the responsibility for ensuring the rational allocation of intelligence collection resources through arrangements with the heads of government departments and agencies which have command over the intelligence components represented by the members of USIB. Of course, USIB members advise their department or agency heads individually, but the Intelligence Community is obliged to work under the aegis of the DCI's statutory authority. An effort to improve the efficiency of the DCI's management of the intelligence resources of the Community depends upon timely and complete reporting by the USIB intelligence agencies of their activities, their needs and their priority problems in the collection and production of intelligence. On the basis of this reporting by USIB intelligence agencies, supplemented by more systematic reporting from the USIB subcommittees on inter-agency problems, the DCI will be in a position to determine what is being done, what can be done, and what most reasonably should be done by the entire Intelligence Community.

4. Hitherto, the USIB has directed relatively little specific attention to the management problem of the allocation of resources to the solution of intelligence problems. It has generally regarded the "road map" provided the USIB agencies by the PNIO's and the separate efforts of USIB subcommittees as giving adequate impetus to the solution of these problems in the individual departments and agencies.

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5. We believe a persuasive case can be made for a central mechanism under USIB to bring together the pertinent facts, the reports of the several intelligence agencies, the knowledge of collection capabilities obtained from the USIB subcommittees and the Community's collection requirements, either in the long terms of the PNIO's or in the short terms of active current interests. A mechanism providing this service would greatly assist the DCI in his responsibilities for insuring that the heads of the departments having the assets required to meet intelligence needs are appropriately responsive to the Intelligence Community's assessment of resource allocations required to implement the PNIO's. Decisions on these managerial matters can be made only by the DCI and USIB. The PNIO's provide a useful guide for a review of such managerial problems as they arise, but they are not themselves a suitable vehicle for determining the solutions.

6. Elements of a central mechanism which could perform this task already exist. The Critical Collection Problems Committee (CCPC) is charged in its charter (DCID 2/2 of 26 June 1959) with making inventories of collection capabilities and planned actions to satisfy highest priority requirements, allocating actions or recommending means to improve collection, fostering new collection ideas and techniques and recommending improvements in speed relevancy and accuracy of collection and transmission of information. The CCPC could give energetic attention to problems of central management and help focus efforts on problems deserving USIB action. The Assistant for Coordination and his staff could assist in study and negotiation of matters requiring action by the DCI, on behalf of the Intelligence Community, with departmental and agency heads.

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7. Finally, a USIB steering committee such as we touched on in our report (Para. 17 of USIB D-25.1/6 of 13 June 1963) might usefully supplement the work of the CCPC and the Assistant for Coordination. As originally proposed in a memorandum of 16 April 1963 to members of the PNIO Review Committee, such a steering committee would have the task of recommending to USIB on the practical implications of both comprehensive and priority national intelligence objectives so as to ensure that the Community's actions were pertinent to national security policy problems. Such a body could advise the DCI and USIB on long-term development and deployment problems as well as on specific current requirements and collection programs for matters in the nearer future and thus provide continuous and consistent review and supervision by USIB of the activities of its sub-committees and member agencies.

8. These existing and proposed mechanisms are not mutually exclusive alternatives for dealing with the problems of central management of Community resources; each could make useful contributions under vigorous and continuing direction by USIB.

9. We recommend:

- a. That the USIB note this report;
- b. That the USIB approve the concept of regular and informative reports from USIB sub-committees and intelligence agencies of actions taken or planned to satisfy high priority intelligence requirements; and
- c. That the USIB reach a decision as to the appropriate mechanism or mechanisms to supervise for the USIB the central management of the allocation of intelligence production and collection resources.

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